



**MEETING SUMMARY #1**  
**BAINBRIDGE ISLAND FERRY TERMINAL IMPROVEMENT PROJECT**  
**COMMUNITY ADVISORY GROUP**  
**KIDS DISCOVERY MUSEUM, BAINBRIDGE ISLAND, WA**  
**JANUARY 18, 2006 – 5:30 – 8:00 P.M.**

Note: This meeting summary represents notes from the Community Advisory Group (CAG) meeting, and is not a formal transcript or minutes. It is provided for the information of CAG members and other interested parties.

**Welcome & Meeting Overview**

Russ East, WSF Director of Terminal Engineering, welcomed Community Advisory Group (CAG) members and public participants and addressed why Washington State Ferries (WSF) is updating the 1998 Master Plan for the Bainbridge Island Ferry Terminal. In the past few years, funding for WSF has changed dramatically. In response to the changing funding picture, Washington State Ferries developed a business plan to provide a strategy to control costs, limit increases in fares and raise revenue outside the farebox. Other changes since 1998 include new security requirements, city plans and ridership growth. As the CAG progresses, they will help WSF decide how these elements and others will blend into the master plan. It is also important to note WSF's interest in becoming part of the community. This community approach is critical direction from WSF Executive Director Mike Anderson.

Laura Aradanas, WSF Project Director, apologized that the meeting room was not ADA accessible. Due to the scheduling constraints of the CAG members and limited room availability within walking distance from the ferry terminal, the Museum was the only option. She noted that the location will change for the next meeting and will be ADA accessible. Laura then introduced her role as Project Director and initiated introductions for the project staff. Dean Paxson is the Project Manager and is responsible for the scope, schedule and budget and the day-to-day project tasks. Ashley Harris is an intern assisting on several special projects within WSF. Lisa Parriott manages the Eagle Harbor Maintenance Facility Project. Laura noted that while the Bainbridge Ferry Terminal and Eagle Harbor Maintenance Facility are separate projects, they communicate back and forth as needed to make sure efforts are coordinated. Joy Goldenberg manages public and media communications for the project. If any members of the public believed their comments were not addressed during the meeting, they should go to CAG members who will serve as the "ears" of the project team to state their issue. The CAG will accept public comment for approximately 15-30 minutes as part of each meeting.

Laura reviewed the project structure (see handout Bainbridge Projects Organizational Structure). The WSF Steering Committee includes WSF Directors who determine the course and objectives of the project. The project team synthesizes information from the Steering Committee, elected officials, project partners and public at large. They also work with the Eagle Harbor project team to coordinate public processes. The Elected Officials Briefing Group receives informational updates on the project. This



group includes elected officials at the state and local level and representation from the Suquamish Tribe.

Laura next described the External Project Team. The external group serves as the technical team to assist in decision-making. The project team looks to Kitsap Transit, WSDOT Highways, the City of Poulsbo, the City of Bainbridge Island and Federal Highway Administration (FHWA) to assist in this capacity. Finally, the CAG will provide input on how the team can meet community needs at the terminal. This input will go into the projects at a programmatic level.

Last year the project team worked with the Steering Committee and came up with the project vision (see handout Vision & Steering Committee Goals):

*Delivery of an inspired and enduring master plan for the customer focused transportation center on Bainbridge Island. Success is achieved through proactive engagement of the community, agencies, employees and Tribes. The result is an environmentally responsible, functional site design that seamlessly supports all modes of travel. The design excels in efficient, effective and safe operations while reflecting the island's character and the Washington State Ferries system-wide identity.*

The project goals developed by the Steering Committee include:

- Create a balance of operational efficiency, environmental stewardship, economic opportunities, and community integration in the new facility
- Provide a truly operationally effective facility that is accessible for all users
- Demonstrate environmental leadership
- Actively seek economic partnerships and opportunities
- Improve relationships with customers and community through clear communication of the WSF system responsibilities, the project criteria and the resulting decisions
- Actively engage the silent majority of Bainbridge residents
- Focus on the total experience of our customers
- Arrive at a comprehensive solution instead of simply choosing a direction due to lack of time/energy/money

Comments/Questions:

- Merrill Robison asked how the team gets the Kitsap Regional Coordinating Council clued in to the project. *We have an external team that includes Kitsap Transit. We also regularly update Commissioner Endresen who then communicates relevant information with the other Kitsap County Commissioners.*
- Rik Langendoen asked if there was public involvement at all levels. *We are following an environmental process, so we'll go through all requirements for public meetings. At this point, we have two public*



*meetings planned, in addition to mailings, webpage and listserve updates.*

- Merrill commented that the GMA has a significant influence on the whole project. *Yes, the team will work with Mary McClure and the City of Bainbridge Island to distribute uses.*

## **Introductions**

Rob Berman, Consultant Project Manager, described his role in the project. He is leading a team of consultant planners, designers, engineers and environmental specialists for the master plan update. He then asked CAG members to introduce themselves by providing their name, place of residence, and affiliated organizations or interests.

- John Whitlow is an architect and lives on Bainbridge Island. He is a bicyclist and motorcyclist and this is his first experience participating in a group like the CAG.
- Phedra Elliott is an Indianola resident and works in the retirement benefits area. She kayaks, volunteers, and has no prior group experience. She is a frequent bus rider.
- Lisa Macchio serves on the Open Space and Growth Advisory Commission. She is employed at the Environmental Protection Agency as a biologist and water quality analyst. She is a bicyclist.
- Janice Shaw serves on the Bainbridge Arts and Humanities Council, which stewards the one percent public art program for the City. She has also been involved in Winslow Tomorrow, has lived in Winslow for 20 years and is a bicyclist.
- Dolores Palomo is a new resident of Bainbridge, as of September 1<sup>st</sup>. She is retired from her position as an English professor at the University of Washington. She has previously volunteered in the arts and at the information booth at Pike Place Market. She travels to Seattle frequently. As a new member to the community, she noted she has no agenda and preconceptions going into the process.
- Rik Langendoen is a bicyclist and interested in non-motorized issues. He is employed at URS.
- Don Willott advocates for disability awareness and has volunteered at the aging support network, the Kitsap DASH and the Non-Motorized Transportation Advisory Committee. He is retired and walks to the terminal.
- Merrill Robison is a Weyerhaeuser retiree and has been involved in many activities since his retirement, including serving on Bainbridge Island City Council.



- Gayle Seyl serves as a liaison for the Ferry Advisory Committee (FAC) and is a member of the Bainbridge Library Board and the Governor's Unemployment Benefits Advisory Committee.
- Paul Topper also serves as a liaison for the FAC. He is retired and a volunteer firefighter. He walks to the ferry terminal.
- Kevin Dwyer is the Executive Director of the Bainbridge Island Chamber of Commerce, which is made up of 90 business associations. He works with a number of groups in this capacity. The Chamber operates the Visitor and Information Center kiosk at the terminal and he has worked to promote this service.
- Carol Cahill is from Jefferson County. She is a librarian and takes the 91 bus to the ferry terminal. She serves on the Port Townsend Non-Motorized Transportation Advisory Committee. She walks on the ferry and sometimes uses the terminal parking lot when traveling to the airport. Her commute is approximately two and a half hours each way.
- Bob Campbell is a retiree and has been involved with WSF since 1947. He has lived on Bainbridge for 38 years. He is interested in shoreline and waterfront connectivity issues and represents the Eagle Harbor Condominiums (located adjacent to the terminal).
- Ann Bernheisel is a Suquamish resident. She uses Kitsap Transit and is very interested in public and mass transit issues.

Rob noted that all CAG members received binders with all meeting materials included. He said the CAG members were selected from nearly 50 applicants. Mayor Kordonowy, Commissioner Endresen and Senator Rockefeller assisted WSF executives in selecting the final group. Russ East, WSF Director of Terminal Engineering, added that one of the reasons why they were selected is because they made up a broad cross-section of ferry terminal users and interests. A goal of the project is to reach the silent majority and WSF hopes that the CAG members selected will help represent and engage this segment of the community. He said that he hoped that the CAG members would invite people to the meetings. Further he looks forward to having over 100 people from the public at the next meeting.

#### Comments/Questions:

- Rik Langendoen commented that if the meeting gets bigger it will become more difficult to manage and stay on task. *If turn-out increases, the group may decide some CAG members will stay later to hear public comments.*

### **CAG Roles and Responsibilities**

Rob Berman reviewed the following roles and responsibilities of the CAG. The overall goal of the CAG is to help WSF understand community and customer issues as WSF updates the 1998 Master Plan. To do this, the team will develop project concepts for the CAG to review and comment on at future meetings. Each time the CAG meets,



the team will be presenting and seeking input from the CAG on refinements to the concepts until the team reaches a preferred alternative in August.

**CAG Roles and Responsibilities:**

- Advise WSF from a community perspective
- Listen and learn
- Keep informed of technical analyses
- Identify issues to incorporate or discuss
- Ask questions
- Help provide a foundation to identify the best path forward
- Communicate project information to community
- Report back any interests or concerns from community
- Attend project public meetings

**WSF Roles and Responsibilities:**

- Conduct the necessary studies
- Provide information to the CAG in an understandable fashion
- Listen to the CAG
- Solicit feedback
- Respond to CAG feedback.
- Listen to and consider public comment.

Rob said Joy Goldenberg talked with all CAG members prior to the first meeting and asked if members were interested in serving as chair. John Whitlow and Ann Bernheisel came forward and expressed their interest. John will serve as chair and Ann will serve as vice-chair.

This meeting has more time dedicated to presenting background information, but future meetings will have more exercises to get people talking at each meeting.

**CAG Working Rules**

John Whitlow discussed that as chair his responsibility is to encourage CAG members to fully participate and provide good input throughout the process. He will help keep the group focused and on task. He reviewed the following rules for the group:

- Listen respectfully
- Come prepared
- Raise your hand to speak
- Stay on topic and keep comments relatively short
- Avoid using acronyms

**What is planned and how does the CAG fit into the process?**

WSF System

Rob Berman reviewed the major projects for the WSF system. Major capital improvement projects are planned in Anacortes, Port Townsend, Keystone, Mukilteo, Edmonds, Seattle and Bainbridge Island.



### Bainbridge Island Ferry Terminal

Funding is planned for improvements at Bainbridge over the next 12 years.

The Bainbridge Terminal is slated for improvements because the existing facilities are inadequate to address projected ridership. The facilities are approaching 50 years old and are in poor repair, including the overhead loading.

Rob discussed the difference between operating and capital improvement dollars. The operating and capital budgets for WSF are separate. The capital budget is what provides for improvement projects and needed preservation of facilities. Fares are not associated with the capital budget. The Legislature had appropriated \$80 million and the Transportation Partnership Account, or the 9.5 cent gas tax, added another \$80 million. The total funding provided for the Bainbridge Terminal between now and 2015 is \$160 million.

### Current Projects

Presently under construction is the replacement of the wooden trestle with concrete and steel. The status of the dock-widening project is uncertain, but as planned it will add holding capacity, operational efficiency and loading flexibility. Both projects would be part of any long-term vision for the Bainbridge Ferry Terminal.

### 1998 Master Plan Synopsis

Rob then reviewed elements included in the 1998 Master Plan. In the 1998 Master Plan, the holding area drops lower, and the transit is out at the new overhead loading. The overhead loading is wider and longer and consistent with ADA guidelines.

The holding area at the terminal is expanded to 330 vehicles, or 1.5 vessel loads. Presently it holds 200 vehicles, or one vessel load.

The intersection at 305 is widened. The goal was to accommodate a full vessel load between the terminal and the intersection. Access to the Eagle Harbor Condos replicates what is already there, but it was moved up the hill. The egress is behind the tollbooths and traffic is still one-way in and out of the terminal. The properties included in the project boundary are a mix of private and WSF property. WSF has since purchased the ravine adjacent to Winslow Way.

### Master Plan Project

The project team is moving through the planning and environmental documentation process. Currently, work efforts include looking at regulatory policies and the site at the middle of the stream located in the recently purchased ravine property.

Laura Aradanas added that the boundary includes privately owned properties since WSF is working with the city and neighbors to see what they would like to do and to help with the analysis.

The team is going through a federal environmental process. One of the intents is to avoid adverse impacts as much as possible. Laura added that the team is doing an "Environmental Impact Statement" (EIS) level of analysis, but is currently on the path of an Environmental Assessment. If impacts are found that cannot be



mitigated, then an EIS would be required. WSF recognizes that Bainbridge is focused on environmental stewardship and intends to be thorough in the environmental review process.

Rob stated that the CAG work plan is included in their binder to provide structure to the next four meetings (see handout CAG Work Plan).

#### Comments/Questions:

- Merrill Robison noted that he is a long-term planner and WSF never really seems to have a long-term plan. Mike Anderson said at a past Chamber meeting that WSF would have a long-term plan next year. Where is it? *WSF long-range plan (LRP) is part of the Washington State Transportation Plan, which is also being updated. WSF did advertise that the draft LRP would be available in the Fall of 2005. However, the Washington Transportation Commission delayed the Washington Transportation Plan until early 2006 due to uncertainty surrounding Initiative 912. Also, Puget Sound Regional Council's (PSRC)'s modeling numbers have recently been updated. WSF is expecting to release the draft LRP to the public in June 2006.*
- Lisa Macchio asked how Kingston got new overhead loading. *Kingston is a high-volume terminal and passengers used to load on the auto deck. Due to reasons of safety, operational efficiency and available funding overhead loading was prioritized.*
- Lisa asked if the projects funded in the 1998 Master Plan were behind schedule. *Yes, due to I-695.*
- Merrill Robison said that the plan was that you could get no more than two boats in the channel. Everyone should understand what this would do to planning efforts. *Yes, there are physical constraints to get into Eagle Harbor.*
- Don Willott said that the overhead loading was an improvement over the existing ramp because the grade was not as steep. *Yes, this is a result of it being longer to achieve a slope to address ADA guidelines.*
- Dolores Palomo asked if taxis would use the bus path. *At the time of the 1998 Master Plan, WSF determined it would be transit only.*
- Jim Burkheimer, citizen, asked if there were any reason you couldn't build the parking lots at the same elevation so commuters wouldn't have to walk up the hill to the parking lots. *This would be a trade-off. There are environmental concerns to consider.*
- Kevin Dwyer stated that his office was near the SR 305 intersection and asked how far out the intersection would be widened in the existing plan. *Not sure, but it did not take out any existing structures.*
- Don asked if there was a strategy to make the "kiss and ride" less convenient. *Yes, the projected ridership increase would mostly be handled by transit, so there was a push to be more transit-oriented.*
- Don asked if the goal was to separate bikes and pedestrians. *Yes, and also separate these modes from vehicles.*
- Rik Langendoen said there was a lot of public feedback received after the 1998 Master Plan was published and if WSF had a synopsis of those critiques and comments. *WSF has a database of contacts and comments for the project that was started in summer 2005 that we*





*will later share with the CAG. We will look into the history of comments and report back.*

- Lisa asked who owned the path through the ravine. *It is a city-owned path on an easement through WSF property.*
- Rik asked where the WSDOT owned property began. *On SR 305.*
- Rik commented that he thought that if the city reached the point at which it exceeds 22,000 then Bainbridge would take over operations of the state highway.
- Don asked who had ownership of Olympic Drive. *State-owned property. As a point of clarification, we are the Marine Division of WSDOT, which is separate from the highway division of WSDOT. We are working with highways as part of the external project team.*
- Don noted he was curious about the responsibilities of WSDOT-Highways and WSF. *It seems to be the intersection of Winslow Way. Previously, the Interagency Working Group coordinated to address this issue. We will obtain clarification as to respective jurisdictions within WSDOT. See above.*
- Rik asked if the project has to comply with the State Environmental Policy Act (SEPA), or a SEPA expanded checklist or a National Environmental Policy Act (NEPA) EIS. *The team is pursuing an environmental assessment with the intent of reaching a Finding of No Significant Impact (FONSI), then a concurrence with SEPA.*
- Rik asked if the project was driven by NEPA. If you work under NEPA there's a whole different level of detail. *Funding could come from the federal government and WSF doesn't want to preclude federal dollars. We're working through an environmental analysis. If we find something of significance then we go through an EIS. We're doing a thorough analysis including a scoping meeting.*
- Merrill said that the Bainbridge Ferry Terminal Master Plan was woven into the Winslow Master Plan, and theoretically since it matched the WSF plan shouldn't need an EIS.
- Rik responded that it was only programmatic and once the project gets to site specific you need to go through an environmental process.
- Rik asked in what format the CAG will be asked to provide their recommendations. *This is something we need to talk about as a deliverable. This is an iterative process where the team will generate concepts and show them to the CAG as preliminary drafts. We're doing documentation on a "no build" and "build" alternative(s). It may be the 1998 Master Plan, a completely new version or an improved version of the one laid out in the plan. Further clarification: The CAG will be asked to review and provide input to concepts prepared by WSF. In this way, the CAG is an integral part of the process.*
- Lisa Macchio asked where the technical team is at right now. *The team is looking at existing conditions, regulations and policies. At the next meeting, preliminary concepts and bubble diagrams will be presented for your feedback. Your input will help shape what is shown to the community at our first public meeting.*
- Ann Bernheisel said she would find it helpful to know what the givens are for the project. *WSF is developing a program for the project that should help the CAG understand the givens and the needs.*





- Dolores Palomo added that community members are interested in the timeframe for the terminal project. *There is money set aside in the 2005-07 biennium to start design for the overhead loading. Ideally we would not start design prior to completing the master plan. Money is available to construct the overhead loading component over the next two bienniums. The total project build-out is programmed to occur over the next twelve years.*
- Don Willott commented that months back he participated in Feet First, a passenger planning process, and there was no modeling for pedestrian and bicycle travel sheds and no consideration or provision for passenger-only ferry service. They need to anticipate a mix of users. Over the last several years, the U.S. Department of Transportation was going to implement universal design rather than ADA, which sets out only minimum standards. It is important to look at what is the optimum rather than looking at an average user and making the situation a little bit better.
- Rik said he heard Rob say that there was a no action plan and one build alternative. He asked if a threshold decision had already been made so the CAG wouldn't need to look at other alternatives. *FHWA has not made a threshold determination so we will explore alternatives.*
- Rik said that this tells him that the CAG is providing elements of a preferred alternative. *The CAG is providing comments from a community perspective to WSF to help develop elements of a preferred alternative.*
- Janice Shaw asked if WSF had already committed to an architect. *Hewitt Architects is under contract for the project, with the intent that it will be the same team to design the terminal.*
- Rik said that he was involved in transportation planning on SR 305. The public discouraged traffic on that highway, so he asked how it would fit into WSF's planning efforts. *This is an element to be addressed at a future meeting.*
- Carol Cahill asked if the Long-Range Plan is considering Winslow Way. *No, only ferry service and facilities.*

## Visioning Exercise

John Whitlow, CAG Chair, led a visioning exercise in regard to the ferry terminal. John asked each CAG member to discuss what works and what does not work at the ferry terminal. CAG members could also present their vision for the terminal. The following lists comments provided by CAG members.

### *What Works at the Ferry Terminal?*

- Bus drop-off, holding area and loading
- WSF is number one tourist attraction
- Existing simplicity of facilities/design
- Success of bike barn
- Many opportunities to take advantage of at the terminal
- Poetry along ramp
- Friendly WSF staff



- Pathway connection from waterfront park to ferry, it is a graceful organic pathway worth preserving
- Choices offered other than those on vessel, such as Commuter Coffee
- Kitsap Transit service to North Kitsap

#### *What Doesn't Work at the Ferry Terminal?*

- Traffic flow in and around building
- Passenger pick-up/drop-off
- Ferry unloading, congestion in p.m.
- Need a way to get the bus out before cars
- Directional signage
- No direct and intuitive route to get from the ferry into town
- Larger bike barn capacity
- Parking
- Bike storage on boat
- Bleak facilities
- Pedestrian and bicycle travel. Existing safety problems such as the steep ramp, walkway crossing Olympic Drive, and existing modal separation.
- Slope and access problems

#### *Vision*

- Atmosphere should reflect community
- Accommodates all modes without conflicts
- Wider pedestrian walkway
- Park-like setting
- Explore economic opportunities
- Designate area for taxi pick-up/drop-off
- Create gateway, portal into downtown
- Need to ensure decisions are transparent
- Provide three routes: one straight to large housing development; one up SR 305; one straight into town, with no dogleg by the condos
- Attract visitors to Bainbridge
- Improved overall experience
- Create a big, colorful map at terminal and an informational sign for repair facility
- Attractive, inviting and practical facilities
- Prioritize safety elements in 1998 Master Plan.
- Create a landmark that is architecturally significant
- Provide a public meeting space
- Maximize the view with a rooftop café or restaurant
- Integrate public art
- Move people in a safe, efficient manner
- Provide wider walkways and off-loading on both sides of boat
- Not having to get to Seattle via Bainbridge Terminal. Proponent of foot ferry (Phedra Elliot)
- Create a mixed use, multi-level parking facility with amenities including retail and a plaza that extends into Winslow (John Whitlow)

#### **Public Comment**



- Doug Rauh was interested in how meeting information and materials would be made available to the public and provided comments regarding funding appropriations. The following is written text of his comments: Will you be putting your minutes, pictures, documents, passenger ridership, and vehicle ridership on the web?; Will a notebook be available for the public at the library, city hall, Chamber of Commerce, ferry terminal, and both boats. Why not record the meetings for public television?; Will you put a "comment site" in the web for the public? Please let the public know the cut off for comment is August 2006.; The Puget Sound Regional Council will release its preferred growth plan in March 2006. Alternative #1 would put most of the growth in Bremerton. Should the capital funds be spent on boats for Bremerton?; Doug MacDonald asked the Joint Legislative Transportation Committee for \$500,000,000 over the next 10 years. Doug said the paper plan did not have enough funding. Doug said he could either build boats or terminals. Please comment.

Following the public comment period, Rob Berman noted that the CAG will meet next in March. John Whitlow thanked participants for their attendance and concluded the meeting.

#### **Action Items**

- Determine WSDOT Highway and WSF responsibility on 305
- Research the population threshold for COBI in which they may take over operation of the state highway/305 intersection. (22,000?)
- Prepare diagram of environmental process
- Draft acronym list
- Describe framework, or "givens" for the project (i.e. property ownership, constraints, POF service, terminal location, ect)
- Provide LRP modeling info
- Determine how universal design may relate to the project
- Discuss how many alternatives the CAG will be working with
- Determine how the Kitsap Transit LRP relates to the project
- Post meeting/binder materials online, but consider file size for PDF (make sure people with dial-up connections can open/download)
- Prepare presentation about Bremerton terminal or a site tour at terminal
- Provide a synopsis of public comments to date



### **Committee Members**

<b>Present</b>	<b>Last</b>	<b>First</b>
X	Bernheisel	Ann
X	Cahill	Carol
X	Campbell	Bob
X	Dwyer	Kevin
X	Elliott	Phedra
X	Langendoen	Rik
X	Macchio	Lisa
X	Palomo	Dolores
X	Robison	Merrill
X	Shaw	Janice
X	Whitlow	John
X	Willott	Don
X	Topper	Paul
X	Seyl	Gayle

### **Project Team**

- Russ East, WSF
- Laura Aradanas, WSF
- Joy Goldenberg, WSF
- Lisa Parriott, WSF
- Dean Paxson, WSF
- Steve Rodgers, WSF
- Ashley Harris, WSF
- Rob Berman, KPFF
- Kirsten Hauge, PRR

### **Public Participants**

- Richard LaBotz, Bainbridge Island
- Jim & Marie Burkheimer, Bainbridge Island
- Gary Vuchin, Reclaim Our Waterfront
- Douglas Rauh, Bainbridge Island
- Gary Bladasani, Bainbridge Island